



King County

Department of Community and Human Services

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FINAL PROCUREMENT PLAN

Veterans and Human Services Levy: 2.6, 4.4, 4.5

2.6: Contribute to permanent housing placement supports for single parents with young children who have criminal justice system histories who are exiting transitional housing;

4.4: Provide service enhancements for single parents exiting the criminal justice system living in transitional housing;

4.5: Invest in education and employment programs for single parents exiting the criminal justice system

1. Goal (Overarching Investment Strategy)

The Veterans and Human Services Levy Service Improvement Plan (SIP) sets the goals of ending homelessness through outreach, prevention, permanent supportive housing and employment (page 18 of SIP), and strengthening families at risk (page 24 of SIP).

2. Objective (Specific Investment Strategy)

This procurement plan includes three specific investment strategies:

1. Contribute to permanent housing placement supports for single parents with young children who have criminal justice system histories who are exiting transitional housing;
2. Provide service enhancements for single parents exiting the criminal justice system living in transitional housing; and
3. Invest in education and employment programs for single parents exiting the criminal justice system.

These strategies are presented together in the same procurement plan because they target the same population with a range of complementary services, and the successful applicant(s) will be required to address all three strategies in one comprehensive program.

3. Population Focus

Services are targeted toward single parents who are exiting the criminal justice system and are making the transition from incarceration to stability in the community. The focus is on parents who are actively trying to reunite with their children.

4. Need and Population to be Served

This program is targeted toward single parents who are exiting the criminal justice system and are re-integrating into the community post-incarceration. These parents have the goal of re-uniting with their children.

Parents returning to the community following episodes of incarceration are at increased risk for homelessness, relapse into patterns of substance abuse, psychiatric decompensation, recidivism and loss of child custody or involvement with Child Protective Services. Specialized services targeting this population can help stabilize and in some cases re-unify families, and address the histories of physical trauma, domestic violence and sexual abuse that are so often present for these individuals. Many of these households will continue to need some level of support once they are in permanent housing. Employment is a critical factor if these families are to maintain their stability.

The growing need for services and housing for this population is well documented. Consider the following indicators of need:

- A 2001 study of women in the King County Adult Detention System states that women comprise 12% of that population. Two thirds of these have children under 18 years of age. The largest single gap in services identified by these women was housing.
- The Annie E. Casey Foundation reports that nationally 300,000 households with minor children have a father in prison.¹
- Nearly 59% of women in federal prisons and 65% of women in state prisons are mothers of children under 18 years of age. However, well over 90% of incarcerated adults are men; more than 63% of men in federal prisons and nearly 55% of men in state prisons are fathers of children under 18.²
- In 2006, 479 women were released to King County from the State Department of Corrections³, and 4,555 women were released from the King County Adult Detention Facilities.⁴
- A search of the Crisis Clinic's 211 database results in just two programs for ex-offender re-entry, both men and women, one transitional housing program for (single) women released from the King County Adult Detention system, and one work release program, also for women without children. There is no program listed that specifically targets ex-offender parents.

¹ The Annie E. Casey Foundation, "At a Glance – Coming Home: From Prison to the Community with the Help of Faith." undated

² Mumola, C.J. (2000). Incarcerated Parents and Their Children. Washington, DC: U.S. Department of Justice.

³ Washington State Department of Corrections.

⁴ King County Department of Adult and Juvenile Detention.

5. Funds Available

Human Services Levy	2008	2009	2010	2011
Contribute to permanent housing placement supports for single parents with young children who have criminal justice system histories who are exiting transitional housing (2.6)	\$110,000	\$110,000	\$110,000	\$110,000
Provide service enhancements for single parents exiting the criminal justice system living in transitional housing (4.4)	\$280,000	\$280,000	\$280,000	\$280,000
Invest in education and employment programs for single parents exiting the criminal justice system (4.5)	\$150,000	\$150,000	\$150,000	\$150,000
TOTAL	\$540,000	\$540,000	\$540,000	\$540,000

Note: Agencies applying for these funds will be required to provide the entire package of services either directly or through subcontracts or partnership agreements with other agencies or programs: permanent housing placement supports, service enhancements and education and employment services.

6. Evidence-based or best practice information

The need for robust supportive services, education and employment services as well as intensive support in finding and maintaining permanent housing for parents exiting the criminal justice system has been well established. Necessary program elements are identified in the following model projects:

- Greenhope was established in 1975 as a comprehensive residential treatment program for formerly incarcerated women. Services include drug and alcohol counseling, domestic violence education and prevention, legal advocacy and education and employment services. Located in East Harlem, Greenhope works primarily with poor African American and Latina ex-offenders, serving over 200 women annually. Of the women served, • 95% have histories of substance abuse, • 75% have no GED or high school diploma and no work history, • 60% are functionally illiterate, 75% have been physically abused. • 60% are incest survivors and/or rape victims and • 30% are HIV positive. Eighty percent of the women served at Greenhope are mothers with two or more children. After years of drug abuse and lengthy stays in prison, many no longer have access to their children. Greenhope provides advocacy services for mothers in the program to assist them in re-unification efforts. Family ties were established with 96% of the mothers in the program. Greenhope maintains a 75% successful completion rate among parolees which is significantly higher than the 25% standard set for the population by the New York State Office of Alcoholism and Substance Abuse Services. This year, Greenhope

also achieved a 65% job placement rate for its clientele. Greenhope also maintains a recidivism rate of less than 10%.⁵

- Also in New York City, Sarah Powell Huntington House Family Reunification Residence (SPHH) is a residence where homeless women who have criminal justice involvement can reunify with their children. SPHH is home to 37 mothers, 18 who live in single units and are awaiting the return of their children and 19 whose children are in their care. Services include on-site case management, day care, recreational activities for children, counseling (for both mothers and their children), and intensive assistance with finding permanent housing as well as navigating the complex and inconsistent regulations of the criminal justice, housing, welfare and foster care systems. Staff work closely with the State Administration for Children's Services (ACS), family court, and foster care agencies to help women advocate effectively and prepare for reunification with their children. Prior to reunification, staff help residents coordinate visits and plan ways to spend time with their children. Residents participate in workshops focused on finding and maintaining housing, preparing for employment, developing independent living skills, and improving parenting skills. Comprehensive case management, housing placement assistance, HIV and health education, child care, individual and group counseling, and academic and recreational enrichment programs are provided on-site, while residents are connected with community-based services, including health, long-term mental health, and other complementary services. As families prepare to move out of SPHH, staff help them identify the community resources and local supports they may need to further develop and strengthen family relationships and start new lives in the community. These individual and family supports help women comply with parole or probation requirements while developing improved prospects for livelihood, long-term sobriety, stronger family ties, and a healthy and satisfying life in the community.⁶

7. Program Description

This program will address the range of service needs exhibited by single parent ex-offenders. The selected provider(s) will conduct "inreach," identifying appropriate program participants before their release from incarceration. As part of this inreach function, programs will determine that the potential participant has a realistic possibility of reuniting with their children. They will work with clients through their transition from prison until they are established in permanent (non-time limited) housing. If it becomes clear that a program participant is unable to reunite with their children, staff will work with that participant on a transition plan, linking them to another appropriate program. Services will be flexible and customized and meet the specific needs of the household, either adult or adult and children, and will include services in the following three categories, as identified in the SIP.

⁵ Hals, Kristina. "From Locked Up to Locked Out. AIDS Housing of Washington, Seattle, 2003.

⁶ Ibid

Service Enhancements for single parents exiting the criminal justice system living in transitional housing:

Parents returning to the community following episodes of incarceration are at increased risk for homelessness, relapse into patterns of substance abuse, psychiatric decompensation, recidivism and loss of child custody or involvement with Child Protective Services. Specialized services targeting this population can help stabilize and in some cases re-unify families, and address the histories of physical trauma, domestic violence and sexual abuse that are so often present for these individuals.

While in transition, households will receive the following supports:

- Help with basic needs such as food, clothing and transportation;
- Support meeting any legal obligations that remain post-incarceration;
- Help obtaining identification, and other documentation that will be needed for employment and benefits;
- Linkage to health care;
- Linkage to appropriate treatment for chemical dependency and mental health issues;
- Trauma informed services, including domestic violence education and support for survivors of domestic violence and avoiding re-victimization;
- Parenting support, information and support around visitation, and exploration of the feasibility of re-unification;
- Although not directly supported with these funds, children's services will be required as leverage (See Section 12)

Education and employment programs for single parents exiting the criminal justice system living in transitional housing

People exiting the criminal justice system may have difficulty finding and maintaining the jobs that are critical to promoting family stability and preventing recidivism. In addition to the stigma that is often associated with ex-offenders, many individuals in this group need extensive employment supports if they are to succeed in breaking the cycles of criminal activity, homelessness, substance abuse etc. Services to be provided include educational assistance toward high school graduation or a GED, vocational training and skills enhancement, job placement and post-placement supports. Participation in the system of post-secondary workforce education credentials will be required once this system is fully developed.

Permanent housing placement supports for single parents with young children who have criminal justice system histories and who are exiting transitional housing

Households will be assisted in their search for non-time limited housing, and provided with case management support for up to one year as needed for them to maintain their stability in housing. Coordination with the Landlord Liaison project will be encouraged.

8. Coordination/Partnerships and Alignment Within and Across Systems

There are a number of key partnerships which must be maintained for this program to be successful. Agencies implementing this program will be required to either operate transitional housing for this target population or have a documented relationship with transitional housing for program participants. This project funds supportive services to families in housing, but does not fund the operating cost of housing itself. A close relationship with the corrections system(s) for individuals on probation or parole, as well as relationships with DSHS Children's Services or other agencies involved in the current placement and/or care of the children will also be critical.

Providers may have a variety of partnerships with other service providers, depending on the array of services they themselves offer. These may include health care, child care, mental health and chemical dependency treatment and others. They will also be knowledgeable and make linkages with operators of subsidized and/or market rate housing, including a linkage to the Landlord Liaison Project if appropriate.

9. Timeline

HCD will issue a Request for Proposals (RFP) for permanent housing placement supports, employment services, and service enhancements for single parents exiting the criminal justice system based on the draft timeline below.

Activity	Date
RFP released	Early March 2008
Bidder's Conference	Mid March 2008
RFP's due	Mid April 2008
Review of applications	Late April/May 2008
Awards announced	May 2008
Contracts negotiated	May-June 2008
Contracts begin	July 2008

10. Provider Selection / Contracting Process

HCD staff will manage the process of releasing the RFP, reviewing proposals, selecting providers and developing contracts. Both levy oversight boards will be represented on the review panel. In addition, the review panel will represent a variety of relevant skills and interests, and may include DCHS and HCD staff, other public funders and/or representatives from suburban cities, and others. An applicant workshop will be held shortly after the release of the RFP to provide potential applicants with additional information and give them the opportunity to ask questions.

HCD staff will complete a threshold review of proposals to ensure that they are complete and minimum eligibility requirements for funding have been met. Review team members will read and score proposals based on set criteria. Scores will then be compiled and projects ranked. The review team will meet as a group to discuss the highest ranked proposals, and make a final recommendation to the DCHS Director, who will make the final funding decision.

11. Geographic coverage

There is no specific geographic target for these funds. Any qualified program in King County serving the target population will be eligible for consideration.

12. Funding/Resource Leverage

This program provides enhancements and supports to individuals and families in transitional and non-time limited housing. The agency or agencies selected to implement this program must either operate, or have a defined partnership with another provider who operates transitional housing focused on ex-offender single parents interested in reuniting with their children. Successful applicant(s) will be required to identify how other services will be provided and funded, especially children's services.

13. Disproportionality reduction strategy

People of color are significantly over-represented in the criminal justice system both nationally and locally. A 2000 report of the Washington State Sentencing Guidelines Commission states that "In King County, the sentencing ratios for African American males were 12.2 times greater than Caucasian males. African American females were sentenced at ratios that were 13.8 times greater than Caucasian females. Native American males were sentenced at ratios that were 5.5 times greater than Caucasian females. Asian/Pacific islanders, male and female, were sentenced at ratios well below 1.0 Hispanic males were sentenced at a ratio 2.1 times greater than Caucasian males but Hispanic females were sentenced at a ratio below 1.0."⁷

Booking data from the King County Department of Adult and Juvenile Detention jail system also confirms significant racial disproportionality in their adult population:

Bookings in 2006 –Percentage by Race	Men	Women
African American	33%	30%
White	60%	60%
Asian	5%	4%
Native American	2%	5%

Disproportionality will be addressed both prior to awarding the contract for services and as part of contract monitoring. Successful applicant(s), in their response to the RFP, will be required to provide evidence of experience and success in serving families of color with criminal justice involvement. This will be a scored element for selection of the contractor(s). The demographics of households served will be closely monitored by county staff responsible for service contracts. Outcomes will be analyzed to determine if families of color are achieving success at a level similar to that obtained by others.

⁷ Lee, Nell and Edward Vukich. Representation and Equity in Washington State: An Assessment of Disproportionality and Disparity in Adult Felony Sentencing. State of Washington Sentencing Guidelines Commission, 2000.

14. Dismantling Systemic / Structural Racism

There are several challenges for staff to address with regard to dismantling systemic/structural racism. First, as with all of our processes, there is a need to continue to expand the reach of our advertised RFP to smaller agencies, those that may not typically apply for county funding. We will offer technical assistance, first through a bidders' conference, and individually throughout the RFP process, to the extent allowable, maintaining fairness for all potential applicants. Our rating process will carefully consider and score the cultural competency of applicants. We will also monitor the demographics of those being served and their outcomes, and make adjustments to contracts or contractors if warranted.

15. Cultural Competency

DCHS is working to continually improve our own cultural competency while at the same time improving our ability to adequately assess the cultural competency of agencies with whom we contract. The Department is also working to determine the type of support and assistance it can provide to enable a broad spectrum of community agencies to be more competitive in seeking public funding.

All RFPs include questions about cultural competency and how the ethnic and cultural make-up of clients served is considered in agency planning, evaluation and service provision. This is a scored element of the RFP review process, and counts toward whether or not an agency is funded for services. We are continuing to refine both how we ask this question and how we evaluate responses.

Ensuring that appropriate agencies are aware of RFP opportunities, and developing the RFP in a way that encourages partnerships among providers across systems will assist in providing the best possible services to their clientele.

16. Improvement in Access to Services

We are unaware of any program in King County currently targeting single parent ex-offenders with housing and comprehensive support services. There are several points at which this program will improve access to services for this population. First, a clear plan for identifying incarcerated single parents, prior to their release, will be necessary. This "inreach" will include parents exiting the state prison system or local jails as appropriate. Secondly, the agency or agencies selected to provide these services will need to either offer direct access to transitional housing they operate, or will have a formal partnership with a transitional housing provider focused on ex-offender single parents. Finally, comprehensive support, employment, housing search and housing stability services will allow households to access an array of services needed for long-term stability, and which would be difficult, if not impossible to access in a disjointed and uncoordinated fashion.

17. Outcomes

There are a number of potential desired outcomes which will be finalized in the contracting process, and aligned with the overall outcome of Levy funding.

- Decreased recidivism
- Reunification with children, or re-establishment of relationship with children
- Establishment of linkages to health care, mental health treatment, chemical dependency treatment as needed
- Successful completion of outstanding legal obligations (parole or probation requirements)
- Improvement in educational attainment (e.g., GED or high school diploma or post-secondary workforce education credential.)
- Improvement in parenting skills and confidence
- Placement in employment
- Job retention
- Obtaining permanent (non-time limited) housing
- Housing stability at six and twelve months

18. Process and Outcome Evaluation

The three investment strategies of contributing to permanent housing placement supports for single parents with young children who have criminal justice system histories who are exiting transitional housing; providing service enhancements for single parents exiting the criminal justice system living in transitional housing; and investing in education and employment programs for single parents exiting the criminal justice system will be evaluated on both process and outcomes by evaluators hired in the DCHS/Community Services Division. We will work with the evaluators to measure the effect of the Levy on process issues such as startup activities, contracting processes, collaboration and system level changes that occur, and on the outcomes listed above.